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TRANSMITTAL SLIP	DATE

TO: DDA

ROOM NO.	BUILDING
7D24	Hqs.

REMARKS:

EXA/DA C W

ADDA

DDA

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DDA REGISTRY

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FROM: D/OIR/DI

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87-2376X

3 November 1987

MEMORANDUM FOR: Deputy Director for Intelligence
Associate Deputy Director for Intelligence

25X1

FROM: [redacted]
Director of Information Resources

SUBJECT: Response to the IC Staff Report on SAFE

REFERENCE: IC Staff Report on Support for the Analysts's File Environment (SAFE) Program Review dated 7 October 1987

Overview

1. We have reviewed the IC Staff report recommending the continuation of the current CIA/DIA/CSPO relationship for two more years. We find it misrepresents the actual situation on several counts and leaves unanswered several important questions with regard to a continuing commitment to DIA. Specific comments are presented below. This memorandum was coordinated with the Director of Information Technology.

2. The greatest single impact on the DI analyst of holding CIA to the IC Staff recommendations and schedule is that the DI will receive no SAFE improvements until at least 1990. We must begin now to develop our own capability for maintaining SAFE, managing the overall SAFE program, and designing and developing new SAFE functions for analysts. Any resources given to DIA will directly affect what can be done for the DI.

The IC Staff Report

3. The program review by the IC Staff includes a synthesis of considerable SAFE history (Sections A through D) which is as much based on personal recollections of people involved in the program as it is on solid documentation. While accurate for the most part, it also

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SUBJECT: Response to the IC Staff Report on SAFE

illustrates how muddled this entire issue has become. For example, the generally-held assumption that CIA must pay 30 percent of DIA's Delivery 4 development is derived not from any formal agreement. As best as we can determine it is based on a CSPO decision of several years ago apparently after discussion with someone in the DI--not further identified--who stated we "might" have an interest in Delivery 4. CSPO translated that "interest" into 30 percent share of software development costs.

4. The report's three observations (Section E) seem incomplete and shallow. This section, which presumably is intended to form the basis for the alternatives and recommendations, addresses only three issues: (1) the intense schedule for SAFE deliveries in FY88; (2) whether pro rata costing can be introduced; and (3) CSPO disestablishment. It does not address the impact on CIA if we are to continue an open-ended arrangement with DIA; it fails to note that DIA has been encouraged for several years to build up its infrastructure to support SAFE; it offers no judgment as to what should be CIA's prorated costs for software deployment intended solely for DIA; it fails to recognize that other SAFE users are entering the picture--the DO in 1988 and NMCC in 1989; and it says nothing about the CIA technical support DIA needs to operate SAFE.

5. The alternatives (Section F) presented by the IC Staff represent a reasonable range of solutions, although the descriptions of disadvantages for Options A, B and D fail to note that CIA gets no SAFE improvements for at least 2 years. For Option D the IC Staff claims DIA is not currently capable of managing SAFE. The IC Staff fails to recognize the recent organizational and staffing changes in DIA, all of which are intended to provide DIA the capability to manage its own SAFE program. In fact, DIA has successfully installed several software deliveries over the past several months. Under disadvantages for Option C the IC Staff implies that it is only fair that CIA should pay for 50 percent of the remaining Delivery 3 and 30 percent for Delivery 4 software developments because DIA provided funding to earlier deliveries of SAFE which benefited only CIA. In fact, DIA has nearly 1,000 analysts on SAFE Delivery 1; it had the opportunity to put Delivery 2 into its production system but could not because it had not developed the necessary support structure; it now has some

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500 analysts on SAFE Delivery 3; and most importantly, DIA required the development of Deliveries 2 and 3 so that Delivery 4 could be built on their foundation. In short the Alternatives section is a biased presentation.

6. Our reactions to the team's conclusions and recommendations (Section G) are listed below:

Recommendation A. CSPO develop a more realistic schedule and associated FY 1988 and FY 1989 funding profiles for implementation of remaining SAFE deliveries, addressing the identified $7.2 million funding shortfall as a FY 1989 issue.

We feel strongly that CSPO should develop a realistic delivery schedule--within budgetary constraints--and then be held to it. Spreading out the delivery schedule over two years will add to overall costs and probably lead to a slippage into a third year.

Recommendation B. Continue DIA and CIA SAFE funding responsibilities on a 50/50 basis (except TRW work on Delivery 4, Set 1 at 70/30 and separate hardware procurements) until all remaining Deliveries 3.2 through 3.8 and Delivery 4, Set 1 have been completed and user acceptance achieved.

This is the DIA position. It fails to recognize the impact on CIA, and it is inconsistent with Recommendation D in that D recommends a firm divorce date.

Recommendation C. Alter CSPO's implementation approach to install new SAFE deliveries only at DIA, not CIA unless specifically requested.

OIR and OIT were, in fact, not planning to incorporate these deliveries into our production SAFE system.

Recommendation D. CSPO prepare a joint agency transition plan and schedule for disestablishing CSPO no later than 1 October 1989. CSPO submit

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the transition plan for DCI approval by 31 January 1988. On or before 1 October 1989 DIA assume full responsibility for managing any remaining SAFE development activities in a DIA development facility.

A transition plan is needed, but it must allow CIA to begin developing its own SAFE program office in FY88. This recommendation appears to be inconsistent with Recommendation B which advocates continued CIA funding of DIA SAFE until Deliveries 3 and 4 are completed with no explicit termination date.

Recommendation E. Starting immediately, CSPO provide DIA VP-SIA and CIA DDI/OIR detailed contract information on vendor task activities and expenditure to facilitate agency cost accounting and task management.

We agree. In fact, over the past year we have been getting more cost data from CSPO than in the past.

Recommendation F. Starting December 1987, CSPO provide monthly program reporting to Intelligence Community Staff/IHC, DIA VP-SIA and CIA DDI-OIR, until program completion.

Inserting the IC Staff into the SAFE program review will accomplish nothing other than to tie up CSPO and contractor resources to prepare and provide the extra briefings. In view of what came out of this IC Staff review, I see only continuing IC Staff support for the DIA position.

Funding Issues

7. If we are required to continue to support DIA SAFE development at the 50/50 level through Delivery 3 and 70/30 level for Delivery 4, Set 1, we will be hard pressed to find funds for CIA-unique requirements in the same time frame. Efforts to provide DI analysts with a single user-friendly and easy-to-learn interface to widely used applications are already under way. Working groups have met to design a

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programmer interface for SAFE so that DI programmers can write applications to meet a single office's unique needs. These efforts require continued funding to reach fruition.

8. There will likely also be significant delays and increased costs in other programs, including Dossier (the new biographic reference system), ARM (CRES's project to allow the automated generation and tracking of requirements), and projects sponsored by the Mobile Missile Assessment Center to provide new tools to DI and DS&T mobile missile analysts. While each of these has a source of funding independent of OIR, ARM and Dossier estimate increased costs of $2M per program for a two-year delay. Their development will be greatly hampered by the prohibition on asking for changes to SAFE to accommodate them. OIR will be in the position of holding up other crucial systems to protect the SAFE schedule. The DI would have to wait until 1990 to begin to integrate these projects into SAFE.

9. Lastly with regard to funding, it must be noted that much has changed since CIA agreed to support joint development at specified funding levels. Analytic needs at both CIA and DIA have changed to meet a changing environment; expectations of and demands on the SAFE system have also changed and diverged. Development priorities and budgetary responsibilities have not shifted in the interim to keep pace.

OIR Recommendations

10. We believe we have more than met our financial obligations to DIA SAFE development with some $5M in FY87 and another $3M in FY88 for such purposes. We recognize that past commitments were made in various forums, but holding CIA to these commitments fails to recognize DIA failure in the past to help itself, and the fact that much has changed since those commitments were made. Accordingly, we recommend the following:

-- A buy-out of DIA on 1 October 1988. A fair figure in our view is on the order of $2M, which follows recent funding trends. This would provide DIA a supplement to their SAFE budget to assist it to complete remaining

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SUBJECT: Response to the IC Staff Report on SAFE

software development for Delivery 3 or 4. It would allow CIA to provide new functionality and add data bases to SAFE for the DI analyst starting in FY89. Any additional CIA monies provided for DIA-unique development in FY88 beyond the $3M already promised would be subtracted from the $2M projected for FY89.

-- As part of thi buy-out proposal OIT would provide DIA assistance in program management, technical support for AIM, and contract management. DIA, of course, may assume these responsibilities any time before FY89.

-- A SAFE program office in OIR. We would begin developing in FY88--with much needed OIT assistance--a capability to manage and maintain all aspects of the SAFE program, including operations and maintenance. We must start this program now--while meeting our fiscal obligations to DIA--so that we can provide DI analysts with SAFE improvements in FY89. At an appropriate time we would bring the DO into this program office; the DO/IMS fully concurs with this approach.

11. In sum, DIA needs money, program management, and technical support from CIA. OIT is willing to provide the technical support and program management, and we are ready to offer additional funds. But neither OIT nor OIR can live with a continuing open-ended commitment to DIA.

25X1

cc: DDA
25X1 D/COMPT
D/OIT
D/CSPO/IISG/OIT

DI/D/OIR, [redacted] (3 Nov 1987)

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Date: 14 October 87

TO: (Name, office symbol, room number, building, Agency/Post)	Initials	Date
1. Mr. Richard Kerr		
2. Deputy Director for Intelligence		
3. 7E47 HQS		
4.		
5.		

	Action		File		Note and Return
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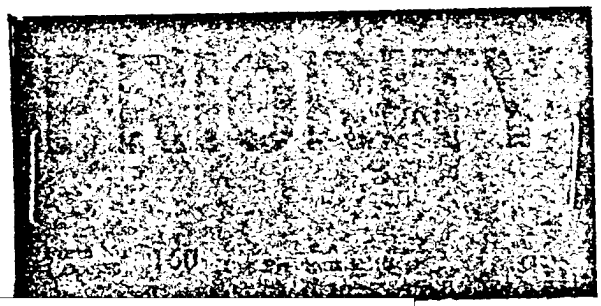
	Comment		Investigate		Signature
	Coordination		Justify		

REMARKS

At the direction of the DDCI the attached report on SAFE was prepared by the ICS. Simultaneous to my reporting to the DDCI, this advance copy of the SAFE Program Review is being provided to you.



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LtGen Edward O. Heinz, USAF
Director, ICS

Room No.—Bldg.
6S03 CHB

Phone No.

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DDI-

SUPPORT FOR THE ANALYST'S FILE ENVIRONMENT (SAFE)
PROGRAM REVIEW

7 OCTOBER 1987

A. ISSUES

On 27 August 1987, members of the Intelligence Community Staff,
25X1 [redacted] initiated a SAFE Program Review at the direction of the DDCI and D/ICS to examine the following issues:

1. What are CIA's and DIA's funding responsibilities for FY 1988 SAFE program activities, totalling $53.793 million, as costed and scheduled by the Consolidated SAFE Program Office (CSPO)?

2. What are CIA's and DIA's responsibilities for funding SAFE activities, scheduled or slipped, into FY 1989?

3. When is it realistic to disestablish CSPO and who is responsible for defining conditions for disestablishment, schedule, and transition planning?

B. HISTORY

1. In 1977, a Memorandum of Understanding (MOU) and Management Plan for the Consolidated SAFE Project Office was signed by the DCI, Stansfield Turner, and the D/DIA, Lieutenant General Eugene Tighe, establishing the following terms of agreement:

a. "A joint project will be undertaken by CIA and DIA to develop an information system capable of satisfying both the CIA requirements, as described in the CIA SAFE Functional Requirements Document and DIA requirements, as specified in the Advanced Defense Intelligence Support System (ADISS) Master plan. The project will be called SAFE and will encompass not only the common requirements but also those unique to each agency."

b. The consolidated project budget request developed annually by the CSPO will "identify the total system costs, indicating the portion attributable to each Agency's unique requirements and the equal proration for common elements. The proration of costs for the total system design and development to satisfy common requirements will be on a 50/50 basis. The proration of costs for other acquisitions and procurements will be based on each Agency's expected usage, needs, and quantities."

2. In the summer of 1982, the SAFE program went through a major redirection. Although the redirection altered system design, development and implementation activities, and increased CSPO's responsibility for SAFE development, no new MOU was issued. Only the accompanying management plan was updated.

25X1

REGRADE TO UNCLASSIFIED WHEN
SEPARATED FROM APPENDED
ATTACHMENT 6

[redacted]

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3. In 1985, a Memorandum of Agreement (MOA) was reached between CIA's Deputy Director for Administration (DDA) and DIA's Deputy Director for Resources and Systems (RS) addressing DIA SAFE System Support and Transition Responsibilities. This MOA assumed the SAFE system would be completed by 30 September 1987 and that DIA would assume full responsibility for all DIA SAFE operations by 1 October 1988. It specifically stated that those MOA dates were based on current SAFE development objectives and delivery schedules and were subject to annual review and modification. Despite changes in program schedules, this MOA has never been officially updated.

4. The MOU, the management plan and the MOA formed guidelines for SAFE activities, but in reality little attention was paid to updating agreements or prorating costs based on expected agency usage.

C. BACKGROUND

1. The SAFE system was designed to assist analysts with the total intelligence analysis cycle from information receipt to production of finished intelligence by distributing electrically raw intelligence traffic directly to responsible analysts, permitting analysts to search and retrieve information without the delays and inaccuracies associated with paper files, enabling analysts to draft and coordinate reports in electronic form and maintaining extremely large files and data bases. These requirements formed the basis for a joint program, directed by Congress to avoid duplicate efforts, yet recognizing, from the beginning in 1977, the existence of agency-unique requirements such as the replacement of DIA's On Line System (DIAOLS).

2. Requirements were prioritized and placed in "Deliveries," following the program's redirection in 1982. Efforts were made to alternate Deliveries between CIA and DIA so each derived benefit. The sequencing of the Deliveries was endorsed by both agencies.

3. Although the description of Deliveries and their scheduled implementation dates have changed substantially from original projections, the Deliveries, implemented and planned, are as follows:

Delivery 1:	Initial configuration; operational at both CIA and DIA;
Delivery 2:	First totally "new" SAFE system operational at CIA only and at DIA in test configuration;
Delivery 3.0:	Enhanced configuration replacing 2.0 operational at DIA and CIA in July and August 1987 respectively;
Delivery 3.1:	Personal Index Files/Forms to be delivered September 1987;
Delivery 3.2-3.3:	ELINT/HUMINT capabilities scheduled for User Initial Operating Capability (UIOC) April/May 1988;

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Delivery 3.4:	CRD/Mail capabilities scheduled for UIOC September 1988;
Delivery 3.5:	3270 PC connection to SAFE scheduled for UIOC at CIA May 1988 and at DIA July 1988;
Delivery 3.6:	Connection to DOD Intelligence Information Systems (DODIIS) scheduled for UIOC July 1988;
Delivery 3.7:	Attache capabilities scheduled for UIOC December 1988;
Delivery 3.8:	Delivery 4 Non Integrated Data Base activity schedule to be determined;
Delivery 4.0/Set 1:	DIA Integrated Data Base (IDB), replacement of DIAOLS, scheduled for delivery beginning in August 1988.

4. Descriptions of achieved capabilities and remaining Deliveries 3.2 through 3.8 and Delivery 4, Set 1, are detailed in Attachment 1. Deliveries accomplished to date have benefited both CIA and DIA and are providing operational support to agency analysts. The remaining Deliveries which were incorporated in the original program objectives are primarily a benefit to DIA and represent DIA's priority SAFE requirements.

5. The cost accounting system established by CSPO for SAFE Deliveries was simplistic. According to both DIA and CIA, the CSPO accounting system never established a clear identification of costs associated with common requirements versus costs for agency-unique requirements. In practice, from 1977 to the present, both agencies split the costs of program development 50/50 and procured system hardware individually. Only in selected instances was there a deviation from this practice, such as DIA's Integrated Data Base (IDB) (Delivery 4, Set 1), where DIA agreed to alter the 50/50 split for a specific application.

6. In October 1986, after significant schedule slippages and cost expansions, the CIA and DIA reported together to the ICS that both agencies would continue joint development and fund SAFE until Delivery 4, Set 1, had been achieved, which was then expected by April 1988.

7. In June 1987, at D/ICS's request, CIA and DIA briefed the status of the SAFE program and advised that the schedule for all remaining SAFE Deliveries 3.2 through 3.8 and Delivery 4, Set 1, had slipped into FY88 and would require all programmed FY 1988 CIA and DIA funds to complete, plus a $10.5 million shortfall (later reduced to $7.2 million). CIA's and DIA's efforts to resolve the identified FY 1988 funding shortfall and outstanding transition issues resulted in an impasse, involvement of the DDCI, and this subsequent ICS review.

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D. DISCUSSION

25X1 1. The ICS review team met with [redacted]
25X1 Director, and his program staff, [redacted] DIA VP-SIA and his staff,
25X1 and [redacted] CIA/DDI/OIR, and his staff, to explore SAFE program status, projected schedule and costs for SAFE Deliveries 3.2 through 3.8 and Delivery 4, Set 1, and to obtain DIA and CIA's respective positions on funding the remaining SAFE activities.

a. Meeting with CSPO

25X1 - To begin, [redacted] related status on SAFE deliveries summarized in Attachment 2 (since modified by Attachment 2A and 2B). Each successive delivery represents additional capabilities for SAFE, and current CSPO plans are to provide a single baseline system to CIA and DIA for Deliveries 3.2 through 3.8 and to provide Delivery 4, Set 1 to DIA only. From CSPO's perspective, a common operational configuration will simplify maintenance requirements on CSPO.

25X1 - According to [redacted] the current schedule for implementing Deliveries 3.2 through 4.0 is "the most intense Delivery schedule ever on the SAFE program." During FY 1988, seven SAFE deliveries are planned, yet CSPO has never accomplished more than two in any one year, to date. CSPO advised that there is no margin for error in the projected schedule. Based on past SAFE performance and on the difficulties associated with software development in general, both CSPO CIA and DIA managers recognize that deliveries scheduled for FY 1988 could stretch into FY 1989 before User Initial Operating Capability (UIOC) is achieved.

25X1 - In addition to schedule information, [redacted] presented FY 1988 projected expenditures totalling $53.793 million for hardware and software. Total revenues available to the program are $46.5 million, leaving a FY 1988 shortfall of $7.2 million. The agencies' fair share responsibilities presented by CSPO represent 50/50 split on all software, except Delivery 4 IDB activities which were split 70/30 (DIA/CIA). See attachment 3.

25X1 - According to [redacted] this 50/50 split is in concert with historical practices on the SAFE program. Past SAFE activities were divided evenly between CIA and DIA, except for hardware and a few selected software applications. Tasks within Deliveries were neither costed separately nor evaluated for agency-uniqueness. Recent efforts by CSPO have refined the SAFE fiscal management system to cost tasks separately by vendor, thereby improving program cost accountability. Additionally, award fee contracts have been let to incentive vendor performance and reduce the risk of cost overruns. Despite these improvements, program costs for FY 1988 activities are based on negotiated costs. Given that
25X1 there is no schedule or cost margin, [redacted] advised costs could escalate.

25X1 - Finally, [redacted] advised that no transition plan had been agreed upon by DIA and CIA and that realistically it would take at least one year from agreement on a plan to transition smoothly from joint activities to separate agency SAFE environments.

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b. Meeting with DIA

25X1 - The DIA position, as stated by [redacted] is that DIA has supported the SAFE development effort on a 50/50 basis since its inception and that the program should continue with joint CIA/DIA funding and support on a 50/50 basis until the joint agency commitment to achieving Delivery 4, Set 1 is complete. Special provisions are recognized by DIA for splitting the TRW work on Delivery 4, Set 1, 70/30 (DIA/CIA). Early in the program, DIA agreed to place their priority requirements in Deliveries 3 and 4, which were recognized as DIA deliveries when they were defined. Further, the SAFE functionality remaining to be accomplished in Deliveries 3.2 through 3.8 and 4, Set 1, although admittedly of more benefit to DIA than CIA, represent a descoping of the original set of DIA's requirements and are of critical importance to DIA's mission and its support to the DOD Intelligence Information Systems (DODIIS) community, according to Mr.
25X1 [redacted] (See Attachment 4)

- Further, DIA contends that until separation issues such as Automated Information Management (AIM) support, procurement of a development computer, and contracting arrangements with SAFE vendors, are accomplished, total separation, if that goal is endorsed by agency senior management, is realistically several years down the road.

- Finally, DIA raised one last issue related to DIA access to CSPO/SAFE contracts, which CIA regards as "sensitive". VP-SIA has repeatedly requested CSPO to provide information on contract tasking by vendor, resource allocation, and vendor expenditures and their requests have been refused. Recently, in an effort to establish DIA cost accounting on SAFE, VP-SIA submitted a refined request for only task descriptions and monthly vendor reports and still has received no satisfactory response.

c. Meeting with CIA

25X1 - The CIA position, as articulated by [redacted] is that the preponderance of CSPO's work remaining in Deliveries 3.2 through 3.8 and Delivery 4, Set 1 is for DIA-unique activities and, therefore, CIA should not be required to increase their FY 1988 contribution to DIA-unique development, nor fund any part of the FY 1988 shortfall or FY 1989 activities. CIA further contends that the enhancements resulting from Deliveries 3.2 through 4.0 (except for 3.5) are of no use to CIA and the disruption caused by their incorporation into the CIA environment far exceeds any marginal benefits that the enhancements might provide.

- In FY 1987 CIA/DI contributed approximately $5 million toward DIA-unique software development. CIA has committed approximately $3 million for DIA-unique activities in FY 1988. In addition, CIA's share of the FY 1988 CSPO-budgeted shortfall, using a 50/50 approach, would be $4.9 million, of which more that $2 million would be for DIA-unique functionality.

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- CIA advises that both agencies have benefited from the SAFE functionality developed to date, and prefers to terminate the joint CIA/DIA SAFE development effort by the end of FY 1988 for the reasons stated in Attachment 5. Fiscal commitment to DIA-unique applications beyond FY 1988 would prevent development of CIA enhancements for CIA users. Specifically, CIA intends to develop a new user interface to ease acquisition of SAFE skills by new users, as well as to add CIA-specific sources to the SAFE database. Both efforts will require fiscal commitments in the near term so they are available shortly after 3.5 becomes available for CIA users.

E. OBSERVATIONS

1. Synthesis of the information gathered by the ICS review team indicates the following:

a. The schedule for FY 1988 SAFE activities, described as "intense with NO margin for error" is unrealistic and therefore not an appropriate baseline from which to develop alternative funding strategies. A more likely scenario is that many of the projected dates will not be met and SAFE development and user Test and Acceptance activities and associated funding will continue into FY 1989. Moreover, overall funding in FY 1988 and FY 1989 can be expected to exceed the currently projected $53.8 million cost to completion. Consequently, the funding shortfall and its allocation between the two agencies should be regarded as both a FY 1988 and a FY 1989 issue.

b. The concept of prorating costs for agency-unique tasks, although established in principle in the 1977 MOU, has not been used on SAFE as the principal guideline or rationale for determining CIA and DIA funding obligations. Given the inadequacies of the CSPO SAFE cost accounting system prior to FY 1987, full allocation of program costs and expenditures, which have been approximately $275 million to date, would be difficult, if not impossible. At issue now is the appropriateness of introducing prorata costing, and the ability of both agencies to receive adequate information to monitor the funding applied to their tasks.

c. At present the conditions, cost and schedule for CSPO disestablishment are undefined. To fully address transition costs and scheduling issues requires agreement by the two agencies as to the goals, responsibilities and timing for the termination of the joint effort.

F. ALTERNATIVES

Alternatives for funding the remaining SAFE program activities in FY 1988 and FY 1989 and alternatives for the disestablishment of CSPO are addressed separately.

1. FY 1988 and FY 1989 Funding Issues

a. Continue CIA and DIA funding responsibilities on 50/50 basis, except a 70/30 split on TRW Delivery 4 work, until all Deliveries 3.2 through 3.8 and Delivery 4, Set 1 are achieved and user IOCs completed, regardless of time and cost.

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Advantages
Continues existing arrangements for funding SAFE development and maintenance;
Allows CSPO to concentrate on development and discontinue the time consuming "what if?" activities;
Reinforces CIA commitment to see program completion with Delivery 4, Set 1;
Keeps pressure on CSPO to get the job done.

Disadvantages
Obligates CIA to pay for SAFE Deliveries which have minimal to no benefit to CIA;
Leaves funding commitment open-ended given uncertainty of schedule and projected costs.

b. Continue funding remaining SAFE activities on 50/50 basis, except the 70/30 split on TRW Delivery 4 work, through FY 1989 with DIA assuming full responsibility for funding any activities left unfinished.

Advantages
Establishing an end date permits both agencies time to plan and budget accordingly.

Disadvantages
Establishing an end date only defines 'how long' not 'how much';
If end date precedes completion of Deliveries, DIA will fund 100% of remaining SAFE effort, possibly resulting in delayed Deliveries and impact on DODIIS commands;
End date takes pressure off CSPO to finish as soon as possible;
Could raise questions on the Hill.

c. Reallocate funding responsibilities for remainder of SAFE Deliveries based on agency benefits derived from each remaining Delivery. Proposed DIA/CIA split would be 70/30 for all remaining Deliveries until completion.

Advantages
Solution would probably reduce, but not eliminate, CIA's funding obligations.

Disadvantages
Requires CIA to provide continued funding over unknown number of fiscal year for which it receives little benefit;
Perceived by DIA as inappropriate because DIA contributed fair share funding to earlier Deliveries with the understanding that CIA would share equally the expense of later Deliveries.
Requires DIA to identify significant unprogrammed funding to continue program.

d. Continue funding responsibilities on a 50/50 basis through FY 1988 using available resources. Unless scheduled program activities are completed in FY 1988, CIA provides DIA a fixed sum of money ($7-13 million) in FY 1989 and exits the program, with no further obligation to fund remaining SAFE Delivery activities.

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Advantages
CIA's funding obligation is quantified, regardless of program progress;
Does not require any FY 1988 additional funding from DIA or CIA.

Disadvantages
Could delay the acquisition of capabilities by DIA.
If program experiences significant cost overruns, DIA pays everything in excess of fixed sum.
Requires CIA to provide FY 1989 funds for which it receives no benefit.
DIA currently does not have the personnel, equipment or contracts required to manage, develop, and maintain SAFE
SAFE unassisted by CIA.

2. Disestablishment of CSPO

a. Disestablish CSPO effective one year following completion of remaining Deliveries. Both agencies then resume separate activities.

Advantages
Permits total focus on development until complete and ample time to transition to independent operations;
Allows time to document and train AIM, procure DIA development computer, and establish vendor contracts.

Disadvantages
Substantial CIA involvement required, possibly into FY 1990.

b. Disestablish CSPO no later than 1 October 1989, commencing transition activities immediately, concurrent with SAFE development. When transition activities are complete, DIA assumes full responsibility for completing any remaining SAFE deliveries, under prearranged funding agreement with CIA.

Advantages
Transition of program development and maintenance activities is not contingent upon program progress and agencies' funding obligations for remaining Deliveries.
When transition activities are complete, CIA's obligation to participate in SAFE development and maintenance is over.

Disadvantages
Transition plan does not exist; costs, time required, and disruptions unknown and unprogrammed;
Additional workload on CSPO to plan transition and continue development activities, potentially delaying Deliveries;
DIA currently does not have the personnel, equipment or contracts required to manage, develop, and maintain SAFE
SAFE unassisted by CIA.

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G. TEAM CONCLUSIONS AND RECOMMENDATION

Succinctly stated, the team concludes that: (1) CSPO's schedule is unrealistically ambitious; (2) Projected costs to complete the program will escalate; (3) The funding shortfall and its allocation between agencies is both a FY 1988 and a FY 1989 issue; (4) Establishment of fair share costs to complete the SAFE program is impossible because there has been no detailed cost accounting from the beginning; (5) It is reasonable and desirable for both DIA and CIA to be provided full accountability for monies spent on SAFE; and (6) Transition planning and implementation will require at least one year.

Based on these conclusions, the ICS team recommends the following:

a. CSPO develop a more realistic schedule and associated FY 1988 and FY 1989 funding profiles for implementation of remaining SAFE deliveries, addressing the identified $7.2 million funding shortfall as a FY 1989 issue.

b. Continue DIA and CIA SAFE funding responsibilities on a 50/50 basis (except TRW work on Delivery 4, Set 1 at 70/30 and separate hardware procurements) until all remaining Deliveries 3.2 through 3.8 and Delivery 4, Set 1 have been completed and user acceptance achieved.

c. Alter CSPO's implementation approach to install new SAFE deliveries only at DIA, not CIA unless specifically requested.

d. CSPO prepare a joint agency transition plan and schedule for disestablishing CSPO no later than 1 October 1989. CSPO submit the transition plan for DCI approval by 31 January 1988. On or before 1 October 1989 DIA assume full responsibility for managing any remaining SAFE development activities in a DIA development facility.

e. Starting immediately, CSPO provide DIA VP-SIA and CIA DDI/OIR detailed contract information on vendor task activities and expenditures to facilitate agency cost accounting and task management.

f. Starting December 1987, CSPO provide monthly program status reporting to Intelligence Community Staff/ IHC, DIA VP-SIA and CIA DDI-OIR, until program completion.

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14 Oct 87
Date

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SAFE DELIVERIES
FUNCTIONAL DESCRIPTION

Early Capability

The SAFE Early Capability provided both DIA and CIA users with a SAFE-like capability supported by separate applications packages. User access was accomplished through three separate log-ons, one each for the major functions, namely Mail, Text and AIM.

MAIL allowed the user to review messages placed in mail files. The user could permanently "save" messages for retention or annotate and route messages to other users. Messages could also be deleted from mail files or printed to provide hard copy. The Profile software allowed users to list words and phrases in "interest profiles" and then logically associate these profile elements in a query expression. These profiles served to select electrical messages for dissemination to respective users' mail files.

TEXT allowed the user to search the complete text of all messages maintained in a master data base or individual private files. The private files were created as a result of messages "saved" during a mail file review.

AIM is a system with file management capability that provided the user with text editing functions that allow for the creation, editing, formatting, routing and printing of intelligence reports, memorandums and other documents. AIM was developed in-house by the CIA.

Delivery 1

Delivery 1 provided an improved algorithm for electrical message dissemination processing and one level of interprofile logic (ability of a user's interest profile to reference another profile).

Delivery 2

Delivery 2 provides CIA users three integrated functional subsystems to support user-oriented activities in SAFE. These include the INQUIRE Data Base Management Subsystem (DMS), the Automated Information Management (AIM) subsystem, and the Mail Software Subsystem.

The INQUIRE subsystem provides the analyst with a search capability of all messages received by the SAFE System. Each individual analyst may design their own query expression, thus providing significant flexibility.
In the new MAIL subsystem, the analyst has an interactive capability to create, modify, suspend, delete, etc., as many mail profiles as deemed necessary to accomplish their tasks. They may create as many mail boxes as desired, provide access to others as needed, and electronically route mail to other analysts.

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In Delivery 2, SAFE provides the first integrated system. Although users will need to move between the MAIL, AIM, and INQUIRE context to use functions and files supported by these subsystems or environments, a single log-on to the SAFE User Language (SUL) provides access to all user environments. The files being provided for user support in Delivery 2 include the Central Document File (CDF), Mail files, SAVE files, Text Composition file for building memoranda and other textual documents, and a variety of other ancillary files that are supportive of analysts' activities in SAFE.

An expanded message processing capability is provided for handling, indexing, disseminating and storing message traffic. Through an expanded use of profiles, the user is better able to select the specific message traffic desired and exclude unwanted messages.

Implementation of a Central Document File provides a capability to run prewritten (canned) and/or ad hoc queries against a master copy of all received message traffic. Once a document is placed in an individual's mail box, the user is able to append keywords (unique data identifiers) and comments to the document and file the information in a private "Save File" in AIM. The user is also able to route copies of the document to other SAFE users with or without keywords, comments and notes. The keywords and comments stored in Save Files can be searched and the associated documents retrieved to compile reports, briefings, etc.

Delivery 2.x

This delivery is the same as the CIA Delivery 2 system, differing only in modifications for DIA unique communication requirements. These modifications allow Delivery 2.x to handle two communication lines, vice one in Delivery 2, and process DIA specific message traffic.

Delivery 3.0

Delivery 3.0 is a functional equivalent of the CIA's Delivery 2 software. Delivery 3.0 is the first incremental release of Delivery 3 and is called the "Delivery 3 base". This delivery is a rewrite of approximately 80% of the Delivery 2 software to correct system problems, improve performance, and to support upward compatibility between Delivery 2 and the Delivery 3 component releases.

SAFE Delivery 3.0 incorporates single logon, concurrent processing in up to four logical windows, Inquire DBMS management of the Central Document File, AIM-based Save Files, and multiple Mailfiles. 3.0 also includes identification and dissemination control of incoming cable traffic according to source and type of cable and introduces a common command language interface (SAFE User Language) for AIM, MAIL, and Inquire environments in SAFE.

3.1: Introduces Inquire-based Private Index Files (for Savefiles and analyst index files), forms processing, and sectional message combination.

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3.2: Includes structured ELINT and MASDR files managed by Inquire, automatic file-building of ELINT and MASDR files from incoming message stream, additions to the SAFE User Language to support structured file search and maintenance.

3.3: Provides support to HUMINT collection and operations, including additional structured files and automatic file building. Introduces SAFE-generated products for dissemination throughout Agency and commands. Includes support for additional message types, and combined file searches.

3.4: Completes support to HUMINT collection process through support of Intelligence Information Report indexing and cataloging. Introduces linked file search functionality for Inquire files. Provides support to DIA Mailroom operations through automated generation of distribution lists, mailing labels, and manifests. Provides additional automated support to product generation.

3.5: Provides SAFE host support for 3270 data stream protocol. Includes support for the integration of microcomputers as SAFE terminals. Introduces data file SEND and RECEIVE file transfer between host and microcomputer. Downloads word processing function to microcomputer, and provides file transfer and document content translation to replace host-based document composition.

3.6: Establishes SAFE interface for DoDIIS connectivity. Includes support for SAFE access by users on DoDIIS network external to DIA, access by DIA SAFE users to systems external to agency via DoDIIS, Electronic File transfer to and from SAFE via DoDIIS, and Simple Mail Transfer Protocol for electronic office mail functionality over DoDIIS.

3.7: Provides enhancements to Attache HUMINT operations through linked file searches (displaying results of combined file searches from all files, rather than only last file searched), and ability to have a single evaluation message linked to multiple IIRs.

3.8: Provides numerous enhancements to earlier functional releases, including enhancements to form processing to support forms creation by 'painting' the screen vice programming, forms display of multiple records per screen (vice a single record/screen presently), the ability to do geographic coordinate searches (circle, route, etc.) on Inquire structured files, and support for a 'macro' capability whereby a single command calls and invokes a document containing a combination of other commands and/or textual data.

4.0: Delivery 4 is the Integrated Data Base (IDB). This will replace all of the installations, order of battle, ports, and equipment files presently on DIAOLS. The IDB will integrate all installations, order of battle, and related information into a single data base providing a comprehensive picture of military forces and assets. The IDB supports the worldwide delegated production effort as the DIA node of the Military Intelligence Integrated Data System (MIIDS) program.

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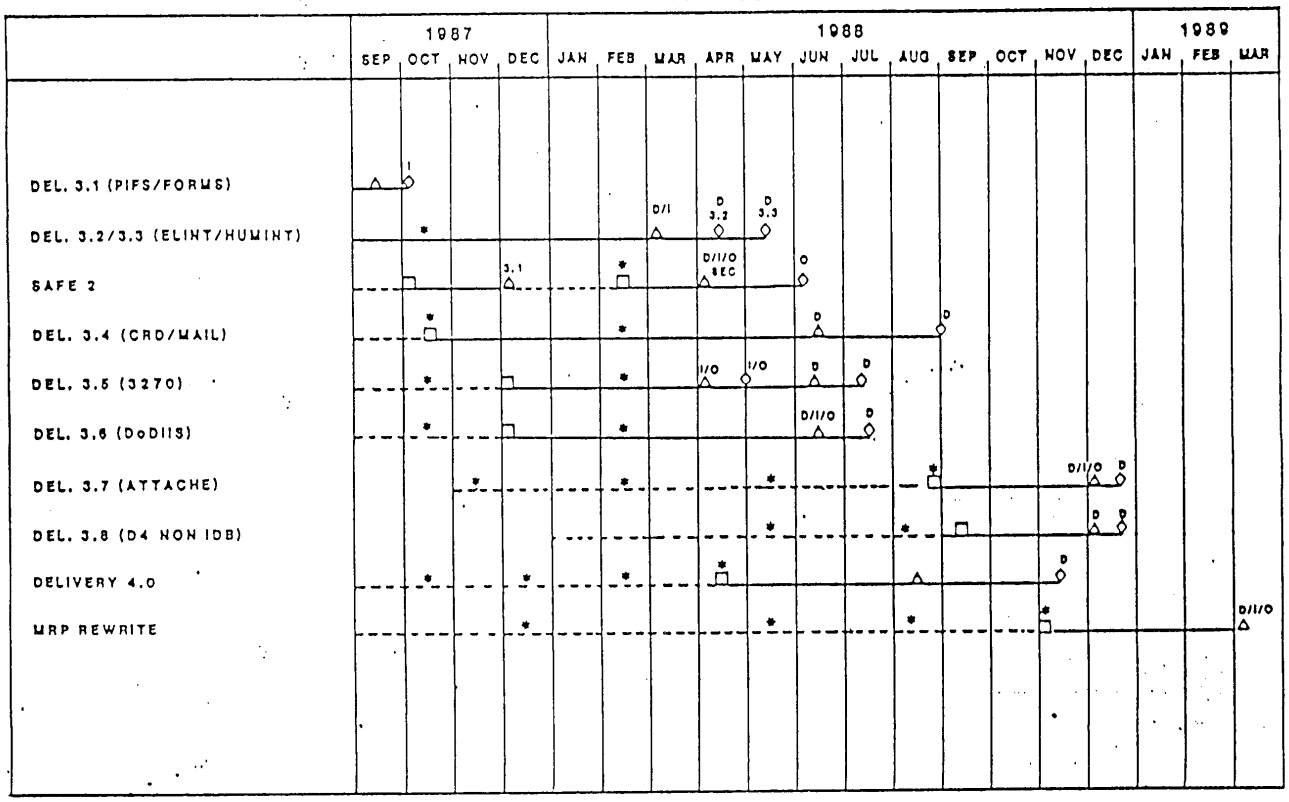
SAFE MASTER SCHEDULE EXECUTIVE SUMMARY

25 AUGUST 1987



LEGEND:
- ---- DEVELOPMENT
- □ START SYSTEM TEST
- △ SYSTEM TEST COMPLETE
- ◇ USER IOC (UIOC)
- * INTERIM PROGRESS REVIEW (IPR)

- D DIA
- I DI
- O DO
- SEC SECURITY

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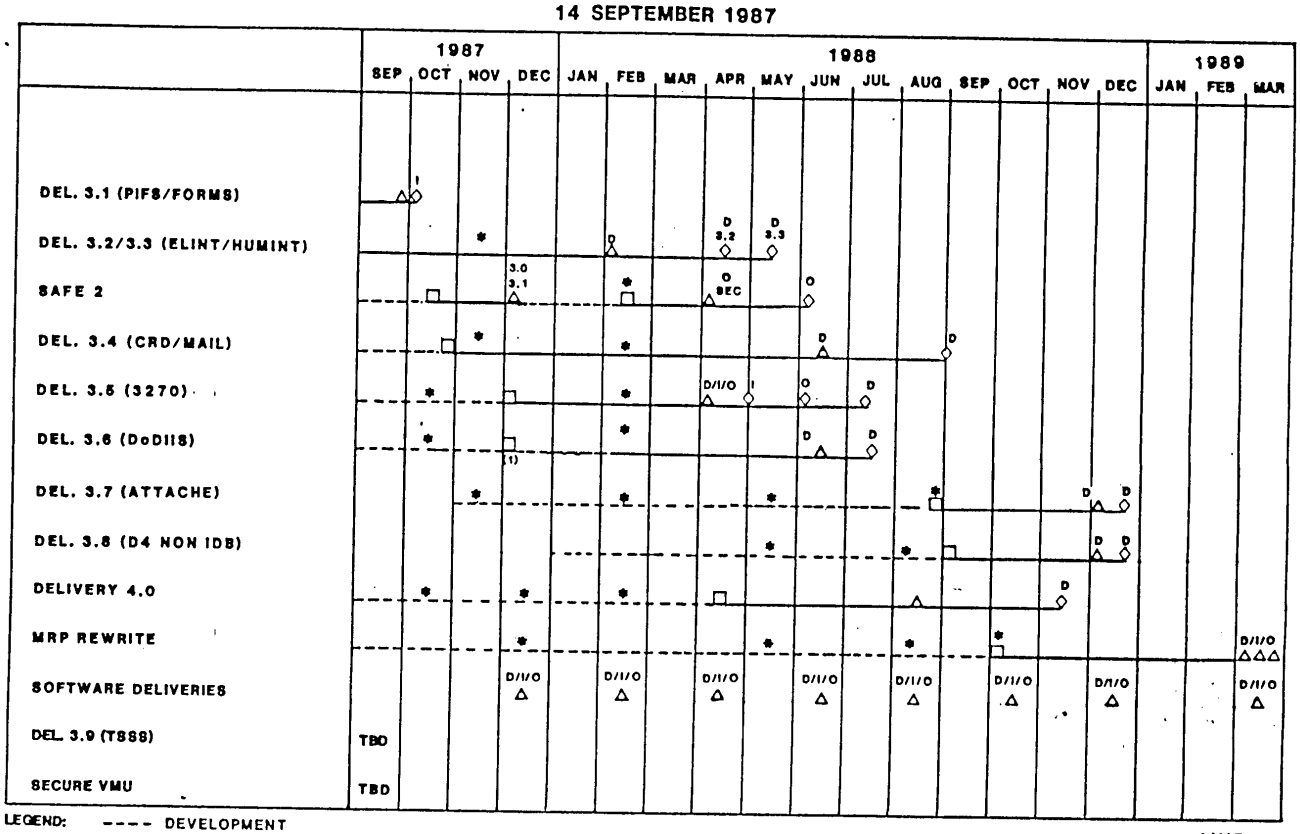
SAFE MASTER SCHEDULE EXECUTIVE SUMMARY

14 SEPTEMBER 1987



LEGEND:
- ---- DEVELOPMENT
- □ START SYSTEM TEST
- △ SYSTEM TEST COMPLETE
- ◇ USER IOC (UIOC)
- * INTERIM PROGRESS REVIEW (IPR)

(1) INCLUDES 2.5 MONTHS INTEGRATION PHASE

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SEC SECURITY

1 MAR 89, I
31 MAY 89, D
31 AUG 89, O

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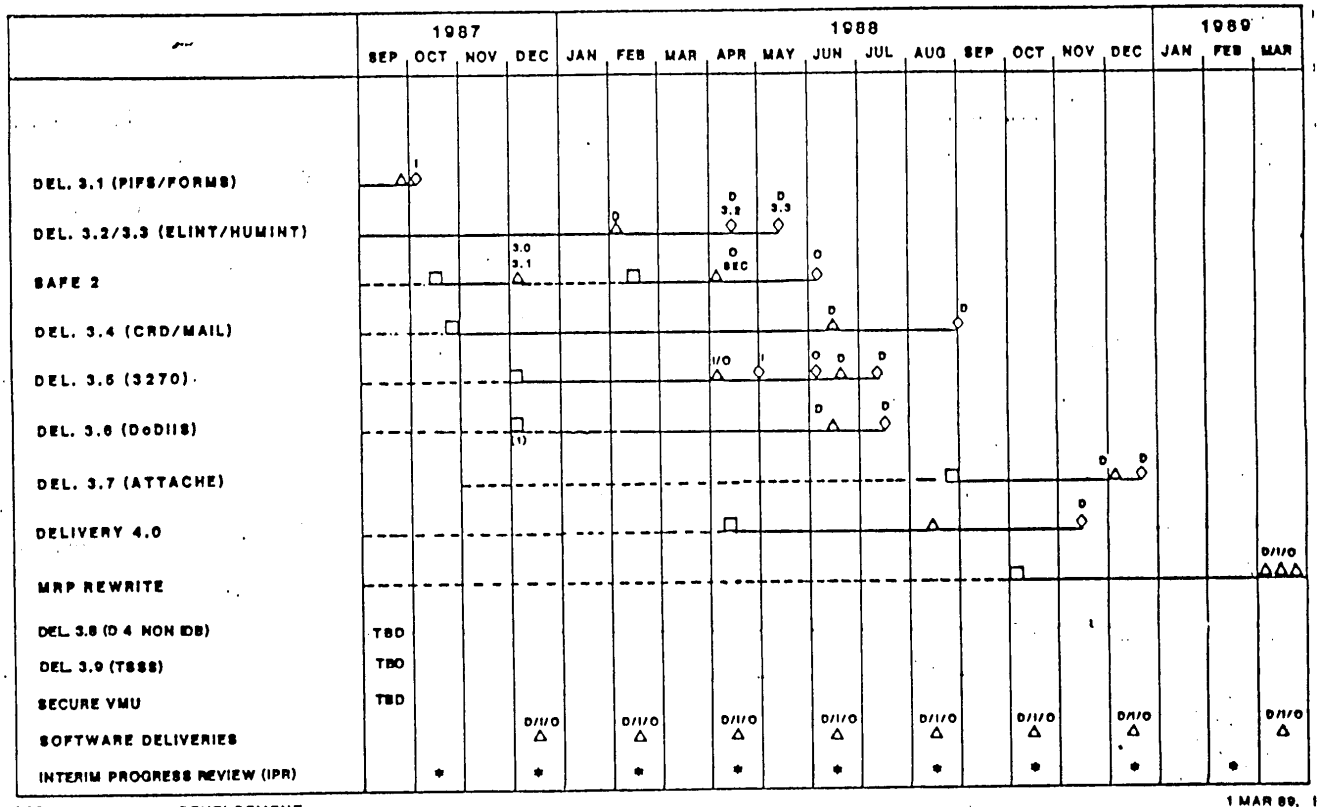
SAFE MASTER SCHEDULE EXECUTIVE SUMMARY

21 SEPTEMBER 1987



LEGEND: ---- DEVELOPMENT
□ START SYSTEM TEST
△ SYSTEM TEST COMPLETE
◇ USER IOC (UIOC)
(1) INCLUDES 2.5 MONTHS INTEGRATION PHASE

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SAFE PROGRAM STATUS (AUG 87)

SAFE PROGRAM

FY88

SUMMARY

	CIA	DIA	TOTAL
TOTAL REVENUES	18.440	28.145	46.585
TOTAL EXPENDITURES	23.407	30.386	53.793
DIFFERENCE	-4.967	-2.241	-7.208

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SAFE Termination Impact

Termination of the SAFE program would have both near- and long-term effects on DIA's operations. Additionally, to the extent SAFE development is related to departmental and national programs, terminating the SAFE program would have an adverse impact on other agencies, departments, and military commands.

Future deliveries of SAFE will automate the operations of critical organizations in order to accomodate ever-increasing volumes of data without commensurate increases in personnel. The operations include collection management of ELINT and MASINT, the operational control of the DoD HUMINT program, and the Central Reference Division's intelligence dissemination program. Failure to implement deliveries 3.2, 3.3, 3.4, 3.7 and 3.8 would leave DIA with the choice of requesting a very large increase in personnel and facilities in order to continue support for agency missions, or substantially reducing the range and scope of the missions the agency could support. Failure to complete 3.5 would prohibit DIA from incorporating microcomputers into SAFE. Failure to implement 3.6 will eliminate providing DoDIIS access to SAFE and in consequence not allow DIAOLS replacement.

SAFE is designed to replace the present DIAOLS system, and support the DoDIIS communications link to DIA as the replacement for the present I2 and COINS networks. The DIAOLS Honeywell computers have long exceeded their expected hardware life-cycle, and can only be supported and maintained at ever increasing costs. The aging equipment is prone to numerous outages, requiring replacement parts that are difficult and expensive to procure. This situation puts all national intelligence data on DIAOLS at great risk of frequent outages, as well as possible destruction. In that SAFE is the only alternative to the DIAOLS system, failure to proceed with the SAFE project will ultimately result in the loss of the principal agency automated repository of military intelligence. This includes the the Order of Battle and Automated Installations Files (national-level databases maintained by DIA).

Delivery 4 of SAFE, in conjunction with functionality developed in earlier releases, consists of the Integrated Data Base in support of the Military Integrated Data System (MIIDS). Failure to proceed with Delivery 4 development will terminate the MIIDS program -impacting Washington-area as well as worldwide military consumers of intelligence. The war-fighting intelligence support DIA is charged with providing under the MIIDS concept will be eliminated. Also, as detailed above, the availability of this military intelligence data resident on the DIAOLS system will eventually become seriously at risk.

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SEPARATION OF JOINT CIA-DIA DEVELOPMENT EFFORT

Terminating the joint CIA-DIA SAFE development effort by the end of FY-88 is logical for several reasons. First, both CIA and DIA signed a Memorandum of Understanding (MOU) in May 1985 that provided for DIA assuming full responsibility for DIA SAFE in 1988. Second, a baseline SAFE system, Delivery 3.1, is already in place at each agency, and both agencies are developing requirements based on unique needs no longer easily managed by a consolidated effort. Third, repeated delays in the program have been costly, and the CIA is now funding the development of software with no intended CIA application. Finally, new SAFE users--including the CIA's Directorate of Operations and perhaps other DOD elements--are on the horizon. Their diverse needs argue against the indefinite continuation of consolidated management.

The MOU provided that CIA would provide DIA with software and operating support until the end of FY-88. Informal agreements later provided for a joint development effort through Delivery 4, originally planned for FY87, but which now has slipped to FY89. Delivery 4 is designed for unique DIA use.

CIA currently finds Delivery 3.1 satisfactory for its baseline purposes and sees as one of its primary responsibilities the need to maximize the ease of use and the substantive scope of the existing SAFE system. This is best done by working on requests for change and requirements that come from CIA analysts themselves. Money that is spent on unique DIA applications cannot be spent for CIA enhancements such as a standard CIA interface and the introduction of CIA specific sources into the database. In FY-87, CIA contributed $5 million for DIA-unique development and the proposed CSPO budget would have CIA contribute approximately $6-8M toward DIA development in FY 88.

The separation of the joint SAFE development effort would provide the DI and the DO the opportunity to pursue the many similar SAFE goals of the two Directorates, goals not shared by the CIA and DIA. It makes sense to separate from DIA before this interdirectorate effort gets too involved.

There may be as many as six DIA-unique deliveries in FY-88. Based on previous experience with SAFE, each delivery is guaranteed to disrupt the existing SAFE system to one degree or another. CIA will be undergoing several disruptions in the near-term: the installation of the PBX, the move into the new building, and the relocation of analysts and terminals in the old building. The delivery of DIA-unique add-ons to SAFE would be likely to add to these disruptions.

After separation, CIA would create a joint CIA interdirectorate program office which would provide many of the same services provided by the SAFE Project Office--contractor support, interaction with OIT components, overall guidance for the SAFE effort in the Agency. This program office would be willing to work with its DIA counterpart to ensure appropriate coordination of effort and sharing of benefits.

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Attachment 6

SAFE Development Cost Summary
(Prepared from available ICS documentation)
(Dollars in Millions)

	FY77-82	FY83	FY84	FY85	FY86	FY87	FY88	FY89	FY90	FY91
CIA*	42.5*	21.4*	21.7*	28.2*	21.0*	16.1*	18.3*	12.3*	12.9*	13.5*
DIA	23.4	11.2	20.0	23.0	22.0	25.1**	23.6**	18.1**	26.0**	30.1**
Total	65.9	32.6	41.7	51.2	43.0	41.2	41.9 ***	30.4	38.9	43.6

*Totals reflect combined DDI & DDA SAFE costs (FY 1987 beyond, does not include SAFE 3100 initiative costs)

**Total funds requested regardless of GDIP ranking

*** Does not include $4.6M of FY87 Cost UnderRun

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